

Rockford Historic Preservation Commission

February 8, 2011 — 6:00 PM

Present: Janna Bailey, David Hagney, Alderman Doug Mark, Vickie Krueger, Mark McInnis

Absent: Scott Sanders, Maureen Flanagan

Staff: Jessica Roberts Historic Preservation Secretary, John Giliberti Legal Department, Reid Montgomery

Other: Interested Parties, Victoria Granacki, Pam Hein, Lori Gustafson
Alderman Thompson-Kelly

Public Hearing

William Ziock Building National Register Nomination

The public hearing was opened at 6:05. It was explained that David Hagney, with a conflict of interest will be abstaining and therefore left the room at this time.

Pam Hein, representing the friends of Ziock, presented the application representing the group for the interest in the Ziock building. The group, The Friends of Ziock, consists of a group of downtown advocates and stakeholders brought together by their common interest in the historic Ziock Building. Friends of Ziock formally began meeting in the Spring of 2010. Early in the process it was determined that one of the group's main objectives would be to "help create" a favorable environment for adaptive reuse of the building. Redevelopment will generate new jobs and produce property tax revenue. One of the first steps in the action plan is to seek historic status for the building. Listing the building in the National Register will not only document the building's past, but also create community awareness of the importance of this building to our local history. A more tangible benefit will be eligibility for Historic Tax Credits, a key component of a redevelopment finance model. Three basic qualifications must be met in order for a property to be eligible for National Register listing. The property must have some significance to local culture, history, archeology, or architecture. In most cases, the property should be at least 50 years old. And a property must retain the integrity of its historically significant period. The Ziock Building meets all of these qualifications. There are four criteria used to establish historic significance. A property must only meet one of these criteria in order to be considered eligible. In the case of the Ziock Building, we propose that the property meets two criteria: A and C. The property has played an important role in the industrial development and growth of Rockford and is an excellent example of an early twentieth century flat slab reinforced concrete daylight factory and Rockford's only industrial high-rise. In summarizing the significance of this property as it relates to Rockford Industry, there are really two stories: that of Rockford's Knitting Industry and that of Rockford's Hardware Industry. The nomination outlines the Ziock Building's importance in both. Initially, the building was named for one of the key financiers and leaders in Rockford's knitting industry. It was home to several important knitting industry companies that helped make Rockford the nation's largest hosiery manufacturer. Later, the building was home to American Cabinet Hardware. This company concentrated on a single product, kitchen hardware, and also dominated the national market. The knitting industry, and its importance to Rockford history, has been duly noted. John Nelson and William Burson's seamless toe parallel knitting machine has become symbolic of Rockford's industrial inventiveness. The sock monkey has virtually become a Rockford hallmark. But it was more than Nelson's knitting machine and the sock monkey pattern that put Rockford on the map. A number of talented entrepreneurs, and their companies, helped to establish and grow the industry. One of those men was William Ziock. Ziock was an out-of-towner recruited by Ralph Emerson to join the textile-industry pioneers. Mr. Ziock was no stranger to Rockford as his company, the St. Charles Woolen Mill in MO, had been a yarn supplier to the Rockford industry for a number of years. Recognizing the opportunity for investment and growth, Mr. Ziock accepted the invitation and moved to Rockford in 1885. Ziock quickly became

established in the local businesses serving as President of Rockford Mitten and Hosiery, Vice President of Burson Knitting, and acting Director of Nelson Knitting. He was known as a savvy businessman and a benevolent employer. One demonstration of his concern for his employees was a housing development he created on Rockford's near Westside. Ziock Flats, consisted of 14 new duplexes and a 4-story apartment building located between Winnebago, Peach, Court and Mulberry. The homes were built to provide clean affordable housing for his factory workers, and stood in marked contrast to the subpar, company-owned tenement housing that was all too common in mill towns at that time. Unfortunately, Mr. Ziock died in 1905, just before the project was completed. Upon his death, his sons William and Edward assumed his financial interests. Both men continued to work in the local knitting industry. William Ziock Jr. was very much like his father: a man of vision, action, and commitment. He increased the family's investment in the local knitting industry by starting several new companies including Burson, Ziock & Brown (B-Z-B) Knitting Company. The knitting industry in Rockford was booming. The industry as a whole had a combined capital of over 1 million dollars and employed nearly 1000 Rockfordians. In 1912, William Ziock Jr. commissioned a new 11-story factory to house the family's growing businesses, and named the building after his father. It was a fitting tribute. Referring to the improved lighting and ventilation that the new factory would provide, newspapers at the time stated the building would greatly add to the "comfort and safety" of the Ziock employees. The press went on to praise factory amenities being planned for the workers, including a dining hall and a recreation area on the top floor. They predicted the new factory would become a model for other factory owners to follow. In the late summer of 1912 a newspaper writer summed up the importance of the new building for the Rockford community: "the top of the big building will be visible for miles around. The structure will, in a sense, be a conspicuous monument to the industrial importance of the city." Even before the last floors were completed in 1913, a group of nearly one hundred local businessmen gathered to marvel at the structure and the view. A luncheon was organized for the men. Part of the meal was cooked over fires that were built on the floor of the building, demonstrating the fireproof qualities of the new space and high land prices in the early industrial areas, often resulted in building and expansion being vertical in nature. As previously stated, advancements in materials and structural systems allowed for a more modern workspace, like the daylight factories and for taller buildings in general. The Ziock Building is an excellent local example of this period in factory history. Built in Rockford's first Central Industrial Area, its owners took advantage of limited land and erected the tallest daylight factory in the City. Besides meeting one or more of the qualifying criteria the National Park Service has established for historical status, listed properties must also retain historical integrity. Integrity is defined by "the survival of physical characteristics that existed during the property's historic period," in this case that would be 1912-1956. The Park Service asks that the following attributes be considered when evaluating integrity: location, design, setting, materials, workmanship, feeling, and association. The Ziock Building remains in the location where it was built in 1912. At that time a number of knitting manufacturers gathered on the west side of the river, in a location north of the railroad, south of Green Street, and on the east side of South Main. This section of Rockford's Central Industrial Area came to be called the "Knitting District." The eastern part of Cedar Street was often referenced as "Textile Court." The Daylight Factory design with its concrete skeletal frame and curtain wall windows is still apparent. The original open factory floor plan with exposed columns, expansive spaces and soaring ceilings remain. The overall setting of the Ziock Building has changed since the time it was built. The building is no longer surrounded by factories. Nearly all have been razed. However, from this rooftop view it is easy to imagine the historic setting. Historic materials like concrete slab floor and ceilings, supporting columns and rolled steel windows are still evident throughout the building. The original end-cut wood block flooring can still be found on several floors and original sliding fire doors remain. The most noticeable alterations to the building over time have been to the employee doors, service bays and the historic windows. Many of the original building's windows have been blocked-in and smaller replacement windows inserted. However, the 1919 addition still has a large percentage of its original windows. Fortunately, because of the nature of the building's construction, the altered windows are reversible changes. Construction techniques that may seem commonplace to us today, were emerging technology during the first quarter of the twentieth century. Reinforced concrete buildings took fireproofing to a new level. These buildings were constructed to last. In fact, it is estimated that demolition of this building, close to 100 years after the original section was constructed, would cost several million dollars. Inside and outside of this building looks and feels like an industrial building. It was expanded to meet new manufacturing requirements and demand for product. The open floor plan was advantageous because work areas could be rearranged to support the processes happening within. Most of the knitting and hardware machinery is gone, but remaining features

like this overhead conveyor still give a sense of the work that took place within. The Ziock Building remains a very prominent vestige to Rockford's industrial heritage. It has been an important part of the downtown skyline since 1913. The Ziock Building is worthy of acknowledgement for the important local historic resource that it is. It is also worthy of preservation and redevelopment, so as to be included in Rockford's future. Tonight we ask that the Historic Preservation Commission vote to recommend that the Ziock Building be listed in the National Register of Historic Places based on its local significance as a building that played an important role in the industrial development of Rockford and as an excellent example of an early twentieth century flat slab reinforced concrete Daylight Factory and Rockford's only industrial high-rise.

Support of Designation

Gary Anderson speaking in support of the nomination stated Rockford over the last 30 years has demolished over 2 million square feet of buildings down town. Still seems to be perseverance to knock down more buildings and that is why the group is here today to put the Ziock building on the national register. We feel that the building is very significant and has a great deal of potential. Development that has occurred downtown has been the result of using the historic tax credits, only six new buildings have been built downtown in the last 50 years by the private sector. This is one of the tools we need to have to redevelop this piece of property.

Roland Foska, has a use for the building, this is a cultural icon, anyone that would allow the demolition should move to another city. These floors, downtown still has no meeting places, close to an international airport, office space, really do commend the friends of Ziock.

Mark Baker, the significance of the preservation of the building is that it sends the message to the community. There have been a significant number of important buildings taken down that have been historically important and also economically important. This is a key note building for the City. Other major city centers have concentrated their revitalization around historic buildings. The things the City is trying to accomplish can be done but we have to have a respect for where you came from, where you are going, and what you are doing.

Kyle Beavers stated that the issues of the building have been addressed by consultants, architects, and other professionals. Back in 1999 the guidelines for historic properties were issued that stated that Rockford has a rich history, since demolition is an irreversible action it must be carefully explored and evaluated before allowed. Demolition alters the character of the structure and should only be considered as a last alternative when all other avenues have been exhausted. In a report in May 2010 the South Main Street Corridor stated that the plan for the primary station will be located along the South Main Street corridor in the immediate area surrounding the station and several lots and areas the City wants to target for adaptive reuse and redevelopment, Barber Coleman and Amerock Building included. It was also stated that two large former industrial buildings represent an opportunity for experienced developer to create a downtown residential district and offer amenities and space. Two framework plans put out and refer to Amerock as a building that should be considered for reuse and redevelopment. We have documented the significance of this building several times before and let's put a stamp of approval on those tonight.

Opposed of Designation

With none the Public hearing was closed at 6:35 p.m.

Garrison Historic District National Register Nomination

The public hearing was opened at 6:36 p.m. Mr. Hagney was present at this time.

Vickie Granacki, with Granacki historic consultants, represented the property owners who initiated the national register nomination. She indicated the general boundary of the district at Main, Court, and Fisher, Whitman on the south, and Haskell, Winnebago, Ridge on the west, Summer, and Salem Streets on the north.

The criteria proposed for the national register is that of C, architecture. She indicated that the criterion C was determined because of the intact stock of housing from the late 19th to 20th century single-family houses in Rockford's west side. The area is particularly interesting because of the concentration of housing built from 1890 to 1900. She added that the homes are representative of Queen Anne, Shingle Style, along with Vernacular gable front, gabled L. Ninety-six percent of the structures in the district are contributing. The area was subdivided in the 1850's by Garrison and Coleman and development didn't take off to 1860's, 1870's most of the earliest homes in the garrison historic district were constructed. The homes are surrounding the Garrison School, which is listed on the register and rehabbed into loft apartments. Ms. Granacki gave an overview of the pictures including the homes and styles throughout the district. Most built as single-family although some have been converted, some were constructed as multi-family. Statistics for proposed district include 384 properties, 362 structures on the properties, with few vacant lots. There is a large number of contributing buildings as part of the district. The district as a whole maintains the late nineteenth century character. 202 secondary structures with 76% of those as contributing. The period of significance is from 1870 to 1935 with very few buildings built after 1935. The character and the concentration of the buildings from the 1890's that really gives you the feel in the district of being in a time capsule. Ms. Granacki went onto explain the architectural styles found in the district. Italianate style is the oldest, Vernacular types, built by a builder using plans acquired or may have applied ornament from the styles popular in the period. Predominate styles found in the districts are the 19th Century Italianate, Queen Anne, the most well represented style in the district, and Shingle Style. and Italianate. The early 20th century styles included the Colonial Revival, and the Craftsman and Craftsman Bungalow. Ms. Granacki continued by showing the number and consistency of the Contributing building and great concentration and snapshot of the 1890's buildings in the residential district. She ended by urging the commission to support the nomination in the district as they are looking at the designation as a tool to assist in the rehabilitation of the area.

Support of Designation

None were present.

Opposed of Designation

Alderman Thomson Kelly stated that she would like to comment against the designation. She asked the consultant who retained her services. Ms. Granacki stated Chandler Anderson. Ms. Thompson-Kelly stated that the application is news to her and she added that she knows that it will be news to a lot of constituents in the area for the type of such a large change in the community. She asked the consultant if she has met with the residents in the area. Ms. Granacki indicated no. Ms. Thompson-Kelly asked if Chandler Anderson had met with the neighborhood. Ms. Granacki indicated that she did not know. Ms. Granacki added the explanation of the characteristics of the National Register Nomination, indicating that it does not put any restrictions on any of the property owners in the area. Ms. Thompson-Kelly stated that she felt that the respect should be given to the property owners in the area to make them aware that this application is taking place. Ms. Granacki stated that she knows that a notice of the application was published in the newspaper. Ms. Thompson-Kelly stated that she is in objection to the application and added that more information needs to be given to those property owners along with a relationship established with the owners and the applicant and get the opinions of those that occupy the residences.

Alderman Doug Mark stated that he also has a concern with the project but he will save it until the discussion because he is on the commission.

The Public hearing was closed at 7:03.

Meeting Opened and Began at 7:04

Approval of Minutes

A **MOTION** was made by Alderman Doug Mark to **APPROVE** the minutes of the January 11, 2011 meeting as presented. The Motion was **SECONDED** by Mark McInnis and **CARRIED** by a vote of 5-0.

Elections

A **MOTION** was made by Alderman Doug Mark to **LAY** the item over for a month. The Motion was **SECONDED** by Mark McInnis and **CARRIED** by a vote of 5-0.

New Business

National Register Nomination

William Ziock Building

Mrs. Roberts explained the letter that was received by the staff from the State Office with regards to the request before the commission. She indicated to the commission that they are to review the criteria and make a recommendation on the criteria for the National Register District in order to put in the form of a memo to the State Office. Ms. Roberts added that it is important to include in the recommendation what criterion is being determined as part of the recommendation and the deadline for the information to the State is February 17, 2011.

Mr. David Hagney exited the meeting at this time.

Alderman Doug Mark questioned whether the Ziock building would be required to be aggressively marketed for two years prior to demolition, which he read in the newspaper article.

Ms. Roberts stated that indeed a time frame of a minimum is required of 160 or 180 days of which she could not recall. She added that she was unaware of where the two year time frame came from.

Ms. Hein added that she was unaware of the reason for the two year timeframe as well.

Mark McInnis, stated that it was mentioned in the presentation that the designation was being sought out in order to seek out tax credits to do remodeling or seek tax credits. He asked that applicant if it does go on the registry he asked how much of that is possible because you are altering the façade of the building.

Gary Anderson stated that there are limitations to some things you are able to do some things you are not.

Mark McInnis stated if you stray too far from the original façade in concept but it is not possible through money trying to obtain what will that do ultimately to the project. If you have great ideas that can't be implemented and your marketing it based on great ideas and they fall short due to the fact it isn't possible what is the backup plan.

Gary Anderson, from my own experience it has never been a problem in working with the standards and making it a mixed use building. One the great aspect of the building is the rooftops a great terrace building with spectacular space for living space.

Jeff Orduno stated that the economic models that have been provided suggesting the building is viable with the tax credits none of the anticipated uses preclude the monies that would be available. They all assume the standards at which the property would need to adhere to.

Pam Hein stated that some of the sketches or concepts that may or may not work but have been brought in to give some ideas.

Gary Anderson, stated that some of the sketches some the historic tax credits were not being utilized.

Gary Carlson, indicated that one of the sketches is a building similar to the Ziock Building in St. Louis, looks very much like the Ziock building which was in very bad shape and was renovated using the tax credits.

Roland Foska stated that the City of Rockford is not going to remain at a population of 150,000.

No other discussion by the commission. A **MOTION** was made by Alderman Dough Mark for **APPROVAL** of the Historic Designation to the Ziock Building based on criteria, A significant contribution, contributions made to history, in the hosiery and the hardware industry, also C type, period, and method of construction with the concrete slab and the only high rise industrial building in the City of Rockford. The **Motion** was **SECONDED** by Janna Bailey and **CARRIED** by a vote of 4-0. David Hagney in abstention.

Mr. David Hagney returned to the meeting at this time.

Garrison Historic District

Discussion.

Alderman Mark, I have to tell you I have long been a supporter of the Historic aspects of the City of Rockford, I think it is critical and vital to our community. However, I am very disappointed with proposal of the Garrison Historic District. There has been no communication with regards to the application with the three Alderman in the ward or the to the community that is now going to be changed. I did leave the meeting briefly to discuss with the neighborhood association president John McNamara about the application and he knew nothing about this matter. I don't believe you can have a truly positive process and discussion if you don't do things right from the beginning. I don't know what the neighborhood's thought on this are one way or another, maybe it's good and they want to move forward, or maybe they have some serious questions. But I think that they should at least have an understanding that there is something going on those effects their neighborhood. My first inclination is to vote no. I would leave that to the neighborhood who is having a meeting this Thursday evening and I will be in attendance at that meeting and I will have that discussion. I think it is only fair when you see the size of the district and number of homes included, while the designation does have an effect on some of their processes I believe they should at least have the ability to have some level of understanding of what is going on. I am very disappointed that I, Alderman Thompson-Kelly and Alderman McNeely were not included in part of that process. My comment would be at this time to lay the matter over and that would be in the form of a motion.

Ms. Roberts stated that this would be with the understanding that the State office has given us a deadline of February 17, 2011 to respond to the matter. At which time the item will be scheduled at their March 4, 2011 meeting regardless.

Vickie Krueger asked whether it was possible to call a special meeting prior to the deadline.

Ms. Roberts stated yes if the commission agrees to she can make arrangements for a special meeting to take place a on Wednesday, February 16, 2011.

Mark McInnis questioned how many neighborhood groups are involved in the area.

Ms. Roberts indicated at a minimum two, possibly three.

Alderman Doug Mark stated that he is sorry that there is a timeframe but also indicated that this did not occur yesterday and added that it was part of a process and the process did not include any of the properties that were to be effected.

A **MOTION** was made by Alderman Doug Mark to **LAY** the item over to a time where there can be a Special Meeting to be held to discuss the matter further, ideally on February 16th 6:00 p.m. The **Motion** was **SECONDED** by Vickie Krueger and **CARRIED** by a vote of 5-0.

Certificate of Appropriateness

Haight Village Street Light Banner Request

Lori Gustafson, representing Haight village stated that the banners have deteriorated. She added that they are proposing to get twelve new brackets with simple design, similar to the existing design. She showed the commission a exact size and picture of the proposed banner that would be placed throughout the district.

Alderman Mark asked if they plan to move some of the banners to different locations.

Ms. Roberts indicated the map that the applicant provided showing where they want the new ones.

Alderman Mark stated that previously Public Works had asked the Village to raise them.

A **MOTION** was made by Alderman Doug Mark to **APPROVE** the Haight Village Street Light Banner Request Certificate subject to acquiring the proper public works permit. The **Motion** was **SECONDED** by Vickie Krueger and **CARRIED** by a vote of 5-0.

ZBA Item

Zoning Map Amendment 220 S. Madison Street 307 & 303 Walnut from R-2, Two-family Residential to C-4, Urban Mixed-Use District

Ms. Roberts presented the application indicating that the application is before the commission because they have a right to comment on the request and move their recommendation onto the Zoning Board of Appeals.

Mark McInnis stated that Haight Village had a meeting on Saturday and they had concerns about the C-4 zoning. He added that they felt it was way to unrestrictive. At the meeting Gary Anderson suggested that they put together a planned use development for the property rather than a basic zoning map amendment. Mr. McInnis added that the group had a lot of concerns for example what happens if the venture falls apart and falls into different hands, they may not be as respective of the neighborhood. He stated that they didn't want to see anything other than the building rezoned. No vacant property zoned.

David Hagney stated that he has more concern with the vacant lots and less with the building.

Alderman Mark stated that he has some concerns but he is not totally against a good use to a building that hasn't had one in several years.

Ms. Roberts reminded the commission that the applicant did want to lay over the item and if the commission wanted to she would draft a memo to send to the Zoning Board of Appeals to that effect.

A **MOTION** was made by Vickie Krueger to **LAY** the item over to the March commission meeting for the Zoning Map Amendment for 220 S. Madison Street 307 & 303 Walnut from R-2, Two-family Residential to C-4, Urban Mixed-Use District. The Motion was **SECONDED** by Alderman Doug Mark and **CARRIED** by a vote of 5-0.

Old Business

There was no old business.

Staff Report

Jessica Roberts explained that Maureen has indicated that she will no longer be able to serve. Although staff has not received an official resignation letter Ms. Roberts asked the Commission to submit suggestions to her to forward onto the Mayor. She added that the position that will be replaced is the open position.

With no other business a **MOTION** was made by Alderman Doug Mark to adjourn the meeting of February 8, 2011. The Motion was **SECONDED** by David Hagney and **CARRIED** by a vote of 5-0.

The meeting was adjourned at 7:50 p.m.

Submitted by Jessica Roberts, Rockford Historic Preservation Secretary